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ABSTRACT

This project was directed to the development of a self-evaluation model which would enable community colleges to evaluate their effectiveness in providing occupational education programs for the disadvantaged and handicapped that are funded under the Vocational Education Amendments of 1968. To accomplish their goal, the evaluation team made a series of visits to the campuses of four colleges, where questionnaires were used to obtain the necessary data. At the conclusion of each visit, team members met in taped sessions to review their findings. Some of those major findings include: (1) Administrators were reluctant to allow first-line personnel to be interviewed outside of their presence, (2) Administrators tended to supply first-line personnel with acceptable answers, and (3) Similarities were found in the policies and procedures regarding programs for the disadvantaged at the participating colleges. Conclusions reached were: (1) The Office of Economic Opportunity needs to create a more specific definition of the term, disadvantaged, (2) Programs which serve the disadvantaged are virtually nonexistant, (3) The development of existing programs was done in absence of minority input, and (4) Community input regarding decisions consists of after the fact information. A handbook and supplement resulting from the project are available as VT 018 583 and VT 018 595, respectively, in this issue. (SN)

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A REPORT ON THE EVALUATION OF OCCUPATIONAL EDUCATION PROGRAMS FOR THE HANDICAPPED AND DISADVANTAGED IN FOUR COMMUNITY COLLEGES

VT018582

A REPORT ON THE EVALUATION OF OCCUPATIONAL EDUCATION PROGRAMS FOR THE HANDICAPPED AND DISADVANTAGED IN FOUR COMMUNITY COLLEGES

Prepared for --

The California Community Colleges
Office of the Chancellor

Participating Agencies --

City College of San Francisco
De Anza College
Gavilan College
Monterey Peninsula College
Foothill Community College District,
Project Agency

Prepared by --

Tadlock Associates, Inc. (TAI)
Los Altos, California

April 15, 1972

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"Education must serve democratic purposes. Education must give all boys and girls their chance. The educational system must select and encourage those with the best abilities wherever they are found. Education must promote social solidarity through providing equal opportunity, through freeing people from narrow class prejudice and snobbery, and through teaching the kind of morality that democracy requires."

WHO SHALL BE EDUCATED?

by Lloyd Warner,
Robert J. Havinghurst, and
Martin B. Loeb.
New York, Harper and Bros. 1944

FRAMEWORK FOR VIEWING THE FINDINGS AND RECOMMENDATIONS

Evaluation reports tend by their nature to be negative. Although written under the presumption that the personnel and the programs under scrutiny are dedicated to performance in the best interest of their clients, they tend to highlight those elements which could yet be strengthened. This report is no different in this respect.

It is important for the reader to remind himself that the project team found no deliberate misuse of funds, no witting discrimination in providing opportunities, and no lack of concern for helping those students they felt were disadvantaged.

The weaknesses pointed up seem to stem rather from inherent weakness in the system--poor legal definition of the problem, little systematic state and local attack on the professional educators' ignorance of the problem, and the educators' eternal hope that opportunity made visible somehow equalizes opportunity.

CONTENTS

PARTICIPATING COLLEGES AND TEAMS i

FRAMEWORK FOR VIEWING THE FINDINGS AND RECOMMENDATIONS iii

BACKGROUND AND ENABLING LEGISLATION 1

PURPOSE OF PROJECT 4

METHODOLOGY 6

FINDINGS 9

- Identification of Clientele 11
- Administration and Planning 13
- Community Involvement and Awareness 16
- Community Awareness and Participation 19
- Relationship with Other Programs and/or Agencies 20
- Student Reactions 21

CONCLUSIONS 23

RECOMMENDATIONS 28

"DISADVANTAGED" INDIVIDUALS--Some Definitions 31

"HANDICAPPED" INDIVIDUALS--Some Definitions 33

EXTENDED OPPORTUNITY PROGRAMS AND SERVICES 33

OVERLAPPING PROGRAMS 34

PROGRAMS FOR THE DISADVANTAGED 35

A REPORT ON THE EVALUATION OF OCCUPATIONAL EDUCATION PROGRAMS FOR THE HANDICAPPED AND DISADVANTAGED IN FOUR COMMUNITY COLLEGES

Background

The Vocational Education Amendments of 1968 (Public Law 90-576) made monies available to the various states to assist them

> *. . . to maintain, extend, and improve existing programs of vocational education, to develop new programs of vocational education, and to provide part-time employment for youths who need the earnings from such employment to continue their vocational training on a full-time basis, so that persons of all ages in all communities of the State--those in high school, those who have completed or discontinued their formal education and are preparing to enter the labor market, those who have already entered the labor market but need to upgrade their skills or learn new ones, those with special educational handicaps, and those in post secondary schools--will have ready access to vocational training or retraining which is of high quality, which is realistic in the light of actual or anticipated opportunities for gainful employment, and which is suited to their needs, interests, and ability to benefit from such training.*

Guidelines for the expenditure of these monies specified that at least 25 per centum but no less than 15 per centum of each state's allotment of funds appropriated under section 102 (a) for any fiscal year beginning after June 30, 1969 "shall be used only for the purpose set forth in paragraph (4)(A) of subsection (a)" which reads:

"The development of qualities which are presently not observable can be of two kinds. Dormant qualities may exist but need favorable circumstances to bring them to view. Therefore, overt performance of behaviour is not a precise measure of underlying abilities. (cont'd)

(4)(A) vocational education for persons (other than handicapped persons defined in section 108(6)) who have academic, socio-economic, or other handicaps that prevent them from succeeding in the regular vocational education program; . . .

The Act further specified that at least 10 per centum of each state's allotment of funds appropriated under section 102(a) for any fiscal year beginning after June 30, 1969, "shall be used only for the purpose set forth in paragraph (4)(B) of subsection (a)" which reads:

(B) vocational education for handicapped persons who because of their handicapping situation cannot succeed in the regular vocational education programs without special educational assistance or who require a modified vocational education program; . . .

In addition, section 102(b) authorized to be appropriated $40,000,000 each for the fiscal years and ending June 30, 1969, and June 30, 1970, for the purposes of section 122(a)(4)(A), emphasizing that "Nothing in this subsection shall be construed to affect the availability for such purposes, of appropriations made pursuant to subsection (a) of this section."

Further provisions of the Vocational Education Amendments of 1968 made evaluation of programs and services funded under the Act mandatory.

In keeping with these provisions, a contract was let by the Research Coordinating Unit to the Foothill Community College District, which in turn contracted with Tadlock Associates, Inc. (TAI), a California corporation specializing in community college planning and evaluation, to develop a model for evaluating occupational education programs for the handicapped and disadvantaged in community colleges.

Situational conditions affect the degree to which the unobservable inner events become observable. On the other hand, the organism is capable of developing types of skills and qualities which require favorable circumstances for development."

Rudolph Dreikus, "Development of the Child's Potential"

EXPLORATIONS IN HUMAN POTENTIALS

Edited by Herbert A. Otto
Charles C. Thomas, 1966

An Advisory Panel comprised of individuals knowledgeable in the field was formed to assist in early concept development, to critique the proposed model and evaluation processes, and to critique both the resulting evaluation instruments and the total project itself at the project's conclusion.

The composition of the Advisory Panel was as follows: Project Director and Head of the Advisory Panel, Dr. Nathan H. Boortz, Director Technical-Vocational Education, Foothill Community College District; Mr. Edward Alfaro, Vocational Education, California Community Colleges; Dr. John W. Bunten, Senior Program Officer, Vocational-Technical Education, U.S. Office of Education, Region IX, Department of Health, Education, and Welfare; Dr. James H. Crandall, Coordinator, Research Coordinating Unit, Vocational Education Section, State Department of Education; Dr. Gerald D. Cresci, Dean, Extended Opportunity Programs, Office of the Chancellor, California Community Colleges; Dr. William Morris, Consultant in Evaluation in Vocational Education, Office of the Chancellor, California Community Colleges; and Mr. David Robles, Director, Multicultural Department, De Anza Community College.

Purpose

The purpose of this project was the development of a model and related processes to enable a community college to evaluate its effectiveness in occupational education for the disadvantaged and the handicapped. The primary purpose, as stated in the proposal, was to assist local schools in measuring whether significant and worthwhile changes relative to occupational success have been effected by allocating special resources to such programs.

With these objectives in mind, four community colleges representing a diversity of size, student composition, and geographical settings were asked to participate in the study. The four colleges--De Anza College, Monterey Peninsula College, Gavilan College, and City College of San Francisco--not only agreed to participate, but opened up the inner workings of their institutions so that a meaningful analysis of their operations could be made.

To a large percentage of people--including educators--the word "evaluation" is threatening. Possibly because the word itself implies that an individual--or a group of individuals--have taken unto themselves the duties of becoming judge and jury, and are therefore in a position to decide whether the individuals or the activities studied are "good" or "bad," according to some pre-set standards of performance familiar only to the judge and jury.

Also, an additional implication is that the judge and jury are somehow "better" than those being evaluated, if for no other reason than that they are on the examining end of the microscope.

This separation of roles and consequent negative attitudes towards the evaluation process was considerably ameliorated in this study by the fact that the evaluation team was comprised of true peers. That is, the team was comprised of individuals who share similar functions and responsibilities for programs and services for the disadvantaged and the handicapped in those colleges which participated in the survey.

"Evaluation is in fact threatening to more than the individuals' ego involvement Programs which may, in fact, be accomplishing the objectives for which they were designed may be threatened--because the individuals in power may adjust these programs in order to avoid being punished. Evaluation, therefore, may create a "negative" benefit."

Evaluation Team Member

Because of this, individual team members were not overly critical in their findings, nor were they overly indulgent. Instead, they were aware of and sensitive to the problems encountered at schools other than their own, and were consequently able to analyze their own situations in an objective manner.

In addition to college personnel, three students representative of ethnic minorities--black, brown, and Asian--were made permanent members of the team, giving a new dimension to the findings.

Methodology

Early in the discussions of the Advisory Panel, it became evident that committee members were concerned over the possible variety of interpretations school personnel might attribute to the term "disadvantaged" because of the effect of these interpretations on program planning and implementation.

The wording of the VEA and other legislation leaves no room for doubt that legislators and educators alike have long been aware that a sizeable portion of the student population is not and has not been receiving the same benefits from the educational system as have other students. Recent studies have also left no doubt that the larger portion of these "disadvantaged" students is comprised of ethnic minorities.

Research has proven that the visible ethnic minorities *are* disadvantaged, in that they receive unequal treatment and consideration in their daily living situations, as well as within the context of the educational system.

Concern was also expressed that due to this factor, on some campuses ethnic minority students might be considered academically deficient and routinely assigned to tutorial services or other remedial programs regardless of whether or not they were in need of these services. The fact remains that even though minority students are the recipients of unequal treatment, this treatment of itself does not mean that they are all lacking in basic skills. In addition, the committee was concerned that should the above premise prove to be true, students who are really in need of assistance may not be receiving it, because others with lesser needs might have routinely been assigned to available slots.

As a result of these discussions, TAI through its evaluative instruments provided an opportunity for each of the participating colleges to define the term "disadvantaged" according to its particular lights, rather than furnishing the colleges with a tailor-made definition other than that specified by law.

"We...know that children with talent or unusual ability are born to parents of low as well as high status. Everybody knows that dull, ordinary, and superior children are produced by parents of high social status. Everybody also knows that parents of low social status may produce superior children. We know that children are not created equal socially... A child is born into a status by his nationality or race. If he is Jewish, Italian, Irish, German, Chinese Hindu, Negro, he will undergo the treatment accorded to the people of his group, treatment which varies from one part of the world to another and from one time to another. The social inequities quickly become part of the person. They get into his nervous system. They engender habits and attitudes which mark him as a person and over which he has little conscious control. The mark of social status appear in a person almo as soon as the genes which he inherits from his parents'bodies display themselves in observable characteristics, and it becomes impossible to tell how much of the person is due to heredity and how much to environment.

(cont'd)

TAI also refrained from making pre-judgments as to how the colleges included in the field test would respond to this request for methods of identification, making it possible thereby for this study to reflect the definitions and identification practices in the colleges, rather than those that may have been recommended by TAI.

Because the first college visit was exploratory in nature, that is, it was designed to give the evaluation team an opportunity to explore what kinds of questions needed to be asked and of whom, in order to secure the information needed, questionnaires were not employed at the time of this visit.

However, by the time the second college was visited, TAI had developed a questionnaire--or rather, a series of questionnaires--which covered a variety of pertinent subjects ranging from administration and planning to student assessments of the services and programs for the disadvantaged and the handicapped at the various campuses.

Two-day visits were scheduled for each of the campuses, with the exception of Gavilan, because team members from the College expressed a belief that, due to its size, a one-day visit would be adequate.

Copies of the questionnaires were made available to the administration and other college personnel through their representatives on the evaluation team, affording them the opportunity to gather the necessary information prior to the actual team visits.

Team members were given inservice training by TAI staff as to how the questionnaires should be used, including how responses or non-responses reflect actual campus operations.

At the conclusion of each visit, team members met in taped sessions with TAI staff to review their findings, in addition to submitting written reports. The findings of the team members--both oral and written--were consolidated into written reports which, in each case, were sent to the administration of the college under consideration via their liaison person on the team.

By the time children
are five or six years of
age, they are such a diverse
lot that equality of opportunity
for them is obviously not
identity of opportunity."

WHO SHALL BE EDUCATED?

Lloyd Warner, Robert J. Havinghurst
and Martin B. Loeb. Harper Bros. 1944

"An institution could
be operating well within
the spirit of the law, while
its projects could be falling far
short in successfully aiding disadvantaged students; therefore it is extremely important that each institution
define in its own sense its projects'
goals and objectives, as well as the
current level of success in meeting its stated goals and objectives. Here the question of quality has
some relevance in
applicability.
It is quite possible to
look at each institution in
its uniquely different nature and
determine whether it is operationall;
meeting its commitment and to what e:
tent it is succeeding."

John H. Rivers, Associate Dean,
Student Personnel and Services
Monterey Peninsula College

The questionnaires have subsequently been modified in keeping with suggestions made by the Advisory Panel, school personnel at the colleges visited, and the team members who, through their growing expertise in interviewing college personnel, were able to acquire valid information though a lesser number of questions were asked.

The modified questionnaires, along with instructions for their use, comprise Appendix A of The Evaluation Handbook.

Findings

As noted before, the term "evaluation" or even its more palatable euphemisms such as "assessment" or "survey" tends to raise such spectres of fear on the part of those being "evaluated" that this fear often elicits behavior patterns, or pitfalls, which should be taken into account by those individuals or agencies engaging in the evaluation process.

The most pervasive of these behavior patterns encountered by the evaluation team during the course of this project were:

a) A reluctance by administrators to allow first-line personnel--teachers, counselors, tutorial staff, counselor aides, etc.--to be interviewed outside of their presence. This reluctance, in many instances, took the form of "shepherding." That is, rather than allow the interviewer(s) to find his or her way to a department or an individual whom they indicated a desire to interview, administrators not only insisted on serving as "guides," but attempted to remain during the course of the interview.

b) A tendency to supply first-line personnel with "acceptable" answers by providing them with questionnaires in which the information requested had already been filled in.

Generally speaking, despite the fact that the colleges visited ranged in size from the largest to the smallest, in geographic setting from strictly rural to totally metropolitan, and in student composition from approximately 10% ethnic minorities to approximately 40%, policies and procedures regarding programs and services for the disadvantaged appeared to have startling similarities.

The same did not appear to be true of programs and services for the handicapped. These ranged from apparent apathy or nonexistence to what could be described as exemplary, according to team findings.

"There is a tendency to beef up programs whenever an evaluation visit is due. But these may not be permanent additions. They may be allowed to dwindle and die, because the commitment is not real, and districts do *not* want to use their own funds for these purposes."

Evaluation Team Member

"Reflection will indicate that, in our society, it is useful to make a distinction between ideology and practice. We have an elaborate ideology of individual development and fulfillment, but we also place narrow limits on the approved forms of individualistic behavior. Individualism is a concept; conformity is a practice."

Bartlett H. Stoodley, "Social Factors Fostering the Development of Human Potentialities."

EXPLORATIONS IN HUMAN POTENTIALITIES

Edited by Herbert A. Otto
Charles C. Thomas, 1966

Following is an analysis of the findings which, for the purposes of clarification are grouped under the same headings as appeared on the questionnaires.

It should be noted that an exception was made with regard to the area of Counseling because references to this function permeate the entire report.

"Possibly the most important need of a disadvantaged youth which can be met by a counseling program is the need to have one individual who can help him tolerate the impersonality of institutional programs. Whether he is perceived as an agent, an ombudsman, or an advocate, his goal will be to help the individual negotiate the system.

In any program that is designed to use the counseling process effectively the counselor's first and major function is to develop a unique relationship with each individual so that the individual can get maximum benefits from the program

Since little effective counseling can tak place unless the counselor is perceived as a helping person, the help he offers must be real and immediate... If this is true, then any program which renders the counselor impotent within the power structure of the school or project is doomed to failure in terms of counseling that significantly helps individuals modify behavior and attitudes and make increasingly more mature decisions."

Richard Greenfield, "Counseling and Supportive Services in Vocational Education for the Disadvantaged."

Presented at the National Workshop on Vocational Education for the Disadvantag Atlantic City, New Jersey, March 1969.

Identification of Clientele

Community colleges have an "open door" policy which precludes the use of entrance examinations as a prerequisite for enrollment. Nevertheless, many of these colleges *do* administer comprehensive tests to incoming students for the purposes of placing students in "appropriate" classes. Some colleges use subjective evaluative methods such as instructors' or counselors' opinions to determine which students are "disadvantaged" and therefore in need of remedial instruction. Other colleges use any part or a combination of objective and subjective procedures to determine which students belong in which courses. However, regardless of the method employed, an overwhelming preponderance of "visible" ethnic minorities are "steered" toward remedial courses.

Income criteria as set by Anti-Poverty Legislation appeared to play a dominant role in the identification of the "disadvantaged." Eligibility for participation in other programs for the "disadvantaged" such as EOP and NYC which also heavily rely on income criteria were considered authoritative sources for identifying the "disadvantaged."

Follow-up records of occupational education students were available at some institutions but in no instance had any efforts been made to determine which, if any, of these students were disadvantaged. The institutions visited seemed to believe that a follow-up operation of this kind would entail too costly an operation. At one institution the Financial Aids Officer believed it could be done with relative ease for those students who had received some form of financial assistance through that office.

When asked whether "disadvantaged" students were being placed in training-related work-study programs, the Placement Officer at one of the institutions replied in the affirmative. However, when asked what kinds of records were available to substantiate this claim, he replied that anybody who came into his office requesting a job was, in his opinion, "disadvantaged."

"Preoccupation with
individual test scores,
though understandable in
the individuals being tested,
today serves chiefly the ideological function of convincing the
young that the American social system
recognizes and rewards individual competitive achievement. This induces them to
cooperate in testing because they expect
it to serve as the gateway to opportunity by providing a precise assessment of their individual merits...
Educational measurement is an
inherently conservative function.
It depends on the application
of established norms to the
selection of candidates
for positions in the existing
social structure, and on the terms
and for the purposes set by that structure."

Edgar Z. Friedenberg,
"The Real Functions of Educational Testing"

CHANGE, January/February
1970

A similar philosophy seemed to prevail at another institution where in a certain occupational program, everyone except the "best" students are, admittedly, screened out, yet their VE48 form indicates that 32 "disadvantaged" students were enrolled in this program.

As the senior occupational instructor in charge of this program helpfully explained to our interviewer when asked about the student composition in the program, "colored don't do so well in this field," and "women don't have the necessary manipulative skills to handle this delicate type of operation." The latter opinion being firmly put forth despite the fact that nation-wide tests by the Employment Service have repeatedly proven that in the area of delicate manipulative skills, women are more deft than men.

The coordinator in charge of special programs at this particular college did indicate, however, that all students classified by the school as "disadvantaged" had to satisfy the Anti-Poverty income criteria.

It was difficult, if not impossible, to get administrators and other college personnel to discuss "disadvantaged" occupational education students. In fact, they appeared not to exist except in those areas where the earning potential approximated that of welfare allowances.

Although tutorial and other remedial programs were an ongoing part of the colleges, none of these were specifically geared to occupational training, nor did any of the schools visited have a system whereby it could be easily determined which of the participating students were, in fact, enrolled in occupational training.

A key problem at all colleges relates to the area that might be defined as *pre-vocational*. The law does not seem to provide for this. Far too few students pass these barriers to ever get into the category of occupational education. Little coordination exists between the preparatory work a student must engage in, and the motivation and the relevance he finds in that *pre*-vocational work and his vocational goals.

"The circular reasoning which deprives him (the disadvantaged student) of the opportunity for learning is often used as a shibboleth to damn him for not being capable of learning."

Evaluation Team Member

"Most serious of all is that the *accepted* doctrine becomes so closely identified with the natural vanities of those who have acquired it that anything which challenges it offers a personal affront and must be fought to a finish."

J. B. Rhine, "Parapsychology and Human Potentialities."

EXPLORATIONS IN HUMAN POTENTIALITIES

Edited by Herbert A. Otto
Charles C. Thomas, 1966

Administration and Planning

Among the community colleges visited, the only college personnel aware of the existence of the "set aside" funds were top administrators, that is, individuals at the Dean's level or above.

Other personnel interviewed, including occupational coordinators, exhibited a number of reactions when asked about the funds, which varied from surprise that such monies existed, to expressions of cynicism as to why they had not been informed.

Members of the evaluation team were referred to the coordinators of other programs for the handicapped and the disadvantaged as the individuals accountable for the use of the "set aside" funds. This was in spite of the fact that in only one instance was such a coordinator actually aware of their existence.

While it was true that audit trails indicated that all or a portion of these funds may have been placed in the overall budgets of these coordinators, the coordinators themselves had no information as to the source of these monies, nor of the legal constraints surrounding their use.

No inservice training of any kind was being offered to college personnel regarding the use of these funds. Because of this lack, schools were unable to complete this section of the questionnaire. The one school which attempted to do so apparently viewed the present project as inservice training although it was not designed with this purpose in mind.

All college personnel interviewed expressed a desire for inservice training which would reflect the concerns raised by the evaluation instruments used in this project, but appeared to be unaware of the provisions for inservice training included in the Act.

In no instance did the evaluation team members find any evidence to indicate that teachers and counselors had any input into the use

"Middle level college personnel who supervise programs and services for the handicapped and the disadvantaged *must* be included in the planning on an *a priori* and not an *a posteriori* basis as too often has been the case. It should be recognized that minority group personnel--who are increasingly beginning to occupy these positions--possess an area of expertise which may be completely foreign to upper echelon personnel.

If the colleges persist in excluding them from planning and decision making processe it should be forcibly brought to their attention that this continued exclusion would be the most effective way to guarantee program failure, for which they should be willing to accept the blame."

Evaluation Team Member

of the "set aside" funds for occupational "disadvantaged" students. This was found to be true even in those cases where audit trails indicated that a portion or all of their salaries came from this particular source.

Some instructors in certain occupational areas admitted that they had no disadvantaged students in their programs, indicating that the reason for this was that these students would need special tutoring which they, personally, did not have the time to give. None of them were apparently aware of the fact that funds *did*, in fact, exist specifically for the provision of this type of assistance.

At one of the colleges an administrator indicated that he did not believe teachers and counselors needed to be apprised of funding sources, nor to be included in the planning of the use of funds. Instead, he regarded these functions as his responsibility entirely, and that any inservice training offered school personnel should be confined to teaching and counseling techniques for working with the disadvantaged.

The same administrator was also reluctant to share this kind of information with the individual in charge of special programs and services at the college, although in this section of the questionnaire, the "flow chart" presented indicated that they had equal responsibility for the planning and use of the "set aside" VEA funds.

With the one notable exception mentioned before, the same situation seemed to prevail at the other colleges. This manifested itself by the avoidance on the part of top administrators to discuss this subject during interviews, or by failure to complete this section of the questionnaire.

With the exception of programs and services for the handicapped, none of the colleges visited could single out any programs and/or services planned and geared specifically to the needs of the occupationally disadvantaged student. A number of programs and

"Social facts are legitimated behaviors...So they can be depended upon...A type of social fact is a role...and this role has continuity and predictability.

Roles have two faces; on the one hand they form a general structure which shows us how a given society 'gets things done'; on the othe hand they serve as referents for individual behavior. And these two faces of roles have important relations to human potentials.

Roles in their macroscopic aspect, define the types of action available in any society..."

Bartlett H. Stoodley
"Social Factors Fostering the Developme of Human Potentialities."

EXPLORATIONS IN HUMAN POTENTIALITIES

Edited by Herbert A. Otto
Charles C. Thomas, 1966

services such as tutorial, peer counseling, job placement, legal counseling,etc., were singled out by administrators at the colleges as the programs which were fulfilling this special need, even though the same services were available to all the students enrolled on the campus regardless of whether they were in occupational or academic courses.

Because there were no special programs and/or services designed for the occupational student with specific difficulties in his or her chosen field, the sections or the questionnaire dealing with aims and objectives, length of stay in tutorial or other special assistance programs, as well as program content in this area became irrelevant.

Other sections of the questionnaire such as those dealing with accountability of time for those employees whose salaries are proportioned among various projects, or information requested regarding proportionate use of equipment purchased by special project funds, also became irrelevant in light of the above situation.

Community Involvement and Awareness

Because of the various outreach programs at the colleges, such as EOP and NYC, members of the "disadvantaged" sectors of the communities are well aware of the "open door" policy of the community colleges, and because of the financial assistance available for disadvantaged students offered by these and other programs, student enrollment from these sectors continues to increase.

Even so, a relatively small portion of these students seem to be enrolled in those areas of occupational training with a high earning potential. Various explanations for this phenomenon were encountered during the course of field visits to the colleges, among which were the following:

1. The "third world" students or visible ethnic minorities who, for the purposes of this study, were interchangeably identified by school personnel as "disadvantaged" are somehow unwilling or unable to commit themselves to courses of training, such as engineering, which require years of study and concentration--the single exception to this generalization being accorded to students of Asian descent.

   The fact that these same minorities complete training in medicine, dentistry, law, and other fields in which these same attributes are essential is not viewed as a deterrent to this argument.

2. The disadvantaged students make no effort to acquaint themselves with the facts regarding occupational training and earning potential. Information pertaining to occupational courses is included in the schools' catalogs, so it is up to them to inform themselves.

   The fact that a large number of counselors at the high school and community college level who are assigned the responsibility for occupational-technical counseling are often unacquainted with the details of course content,

"People have a tendency to maintain social definitions, despite discreditation, by selectively perceiving and rationalizing because the have been taught what is truth. The deve opment of human experience is thereby limited.
This is particularly true with reference to stereotyping and stigmatizing, where a person with many roles is identified as being in one role only, that is, using one social identity to stand for the whole person or extending ones social definition of a role to exclude participation in other roles. This can be seen easily with reference to occupational roles of minority groups..."

Peter M. Hall, "Social Factors Limiting The Development of Human Potentialities.' EXPLORATIONS IN HUMAN POTENTIALITIES Charles C. Thomas. 1966

labor market information, apprenticeship requirements, and the specific tasks involved in occupational categories, is also not considered a valid refutation of the above argument.

Most of the counselors interviewed had no other work experience except in the educational field, and specifically in the area of counseling.

In only one of the colleges was this situation remedied by assigning occupational students to Technical Program Advisors who are themselves occupational instructors with years of work experience in their particular field.

There was no indication, however, that individuals such as these are being used to acquaint disadvantaged students with the information which would assist them to enter these fields.

3. Ethnic minorities, that is, the "disadvantaged" are apparently unwilling or unable to engage in long range planning which would result in sensible career or occupational choices, unlike their counterparts in the majority group. Instead they are more concerned with making a "quick buck" or entering those fields where the return is highest for the least amount of effort. This last observation would be more amusing if it were typical only of this group. However, it is a complaint that is expressed equally as often by employers who have traditionally excluded "third world" employees from their work staff.

Students who come from lower socio-economic levels, while having the incentive to succeed, are often at a loss to determine precisely which occupational and/or career goals would best suit them as individuals, because of a lack of exposure and/or models from which to choose.

"Counselors whose training was likely never even adequate to serve middle-class kids are searching for new ways of being effective. Counselor educators at universities are reassessing the course content in their pupil personnel programs. They are well aware of the complaint of newly-appointed counselors about the inadequacy and irrelevancy of their training.

Richard Greenfield, "Counseling and Supportive Services In Vocational Education for the Disadvantaged."

"An attitude that many youths bring with them is plain fear. Many of them have had painful experiences with agencies and schools and they have no way of knowing that this experience will be any different."

Richard Greenfield, "Counseling and Supportive Services in Vocational Education for the Disadvantaged."

Presented at the National Workshop on Vocational Education for the Disadvantaged Atlantic City, New Jersey, March 1969.

Therefore, there is a tendency on the part of these students to form occupational plans through a process of exclusion, rather than choice. While they may not have formed any positive work goals, they have, through past experience, made some fundamental negative occupational choices. For instance, they do not want to dig ditches, wash cars, do farm work, etc., because these jobs are dirty, pay poorly, require back-breaking labor, and are boring, and this accounts in a large part for their past history of drifting from job to job. They do not have the benefits of students from higher socio-economic levels, whose families play an important role in career selection by providing work or travel experiences which ultimately prove helpful in reaching career decisions.[1/]

In addition, in those areas where placement for occupational and technical education students are not considered as an active part of the school's function, minority and other disadvantaged students are apt to shun these courses as not conducive to gainful employment. This avoidance has been particularly true where the state employment department was the main placement agency serving students.[2/] While more recent reports seem to indicate that this picture is changing, the increase in placement of minorities and other disadvantaged students seems to be in the paraprofessional aide categories rather than in the strictly occupational and technical areas of employment.

1/ Ellis, Robert A., "Some Misconceptions About Occupational Choice," Research in Vocational and Technical Education, Proceedings of a Conference, The University of Wisconsin Center for Studies in Vocational and Technical Education, 1967, pp. 126-127.

2/ Altman, James W., "School and Community Factors in Placement of Vocational Education Graduates," Research in Vocational and Technical Education, Proceedings of a Conference, The University of Wisconsin Center for Studies in Vocational and Technical Education, pp. 116-117.

Community Awareness and Participation

While most of the colleges claimed to have advisory committees for occupational education comprised of representatives of "disadvantaged" groups, these committees are not used as vehicles to carry this type of information back to the communities. In fact, it was difficult to determine exactly what function they were designed to serve. At one of the colleges visited members of the community who said that they had recently been asked to participate on such a committee--the first meeting of which was held the week preceding the evaluation team visit--complained that the administration at the college, while apparently willing to listen to them, was unresponsive to their needs.

When evaluation team members challenged this conclusion as being premature in view of the short time the committee had been in existence, the community people explained that this was the third such committee in which "local" people such as themselves had been asked to participate. However, according to their statements, each time a team visit of some kind was expected by the school administration, school officials hastily got in touch with members of the disadvantaged community requesting that they form such a committee, held one meeting, and were never heard from again until another team visit was expected.

At another college the administrator responsible for planning and use of the "set aside" funds indicated that he considered planning for future community involvement adequate, in that the school was in the process of preparing a slide-tape presentation for use in disadvantaged communities. "Visible" ethnic minorities were conspicuous by their absence.

"When individuals try to play their role as prescribed and find it unrewarding, they perceive the situation as [illegible] formless and meaningless and will not be motivated to continue the behavior...Social disorganization occurs when people do not 'play the game,' because...even if they play according to the 'rules' as specified they cannot win. It just does not pay to play the game... Motivated behavior is impeded. Social disorganization leads...to failure to realize human potentialities because it prevents people from developing meaningful and rewarding identities."

Peter M. Hall, "Social Factors Limiting the Development of Human Potentialities"

EXPLORATIONS IN HUMAN POTENTIALITIES

Edited by Herbert A. Otto
Charles C. Thomas, 1966

Relationship with Other Programs and/or Agencies

All of the schools visited appeared to rely heavily on the EOP and NYC projects as vehicles for recruitment, identification, and provision of services and programs to the disadvantaged, even though these projects are not, generally speaking, occupationally oriented.

As a matter of record, the major portion of students recruited through these projects claimed to be transfer students whose goals include a baccalaureate degree. Coordinators of these programs are *not*, by and large, occupationally oriented and therefore have not heretofore found the need to acquaint themselves with this particular educational area. Also, as has been mentioned before, the coordinators were unaware of the existence of these funds. It was therefore impossible for them to pinpoint uses to which Part B "set aside" funds included in their budgets had been put, other than general tutorial programs.

One of the schools visited treated these "set aside" funds as a grant, allowing them to increase school personnel by one counselor and four instructors, thereby allowing "more EOP funds to be paid directly to the students."

Personnel at the colleges appeared to have more defined programs and services for the handicapped.

Audit trails at most schools clearly indicated the uses to which the 10 percent "set aside" funds had been put, and a variety of accommodations had been made--including special parking, the employment of full-time health therapists, wheel-chair ramps, etc.--to take care of their special needs.

In most instances adequate liaison was being maintained with the State Department of Vocational Rehabilitation and with the Veterans Administration.

Student Reactions

Generally speaking, students interviewed appeared to be satisfied with the assistance they were receiving, especially where peer counseling programs were in effect. Those participating in tutorial programs seemed to find them particularly helpful in satisfying English breadth requirements.

Conversations with students seemed to inevitably turn to concerns about financial assistance. Some students at one of the schools visited expressed the feeling that the financial aid available was used as a weapon by the administration to punish--or reward--students who exhibit attitudes or behavior contrary to--or reflective of--that approved by the administration.

One of the students explained in detail to an interviewer how to get the most out of the financial assistance offered at the college. According to her own testimony, she was at that time receiving at least three forms of financial aid through special programs at the college, in addition to food stamps and aid to mothers with dependent children. She further explained that after completing her training at the community college, she planned to apply for a National Defense Loan, which she apparently had every expectation of receiving, in order to partially defray her expenses while attending the university.

Two of her children are presently attending the university on scholarships. She herself is an "A" student who is also receiving tutorial assistance, ostensibly in reading comprehension, using the materials assigned in her other courses of study as reading texts.

A comparison of reading comprehension scores showed a reversal and drop in grade point level for this student that was inexplicable, unless it should be further "game playing" in order to continue to receive help.

The student further explained that after she had completed her education she would be able to buy decent clothes again and return to her large comfortable home instead of living in a rented shack for which she paid $45.00 per month.

"The failure of many well planned counseling programs occurs at the point of the delivery of services. Careful implementation from the design to its institutionalization is a difficult process. There is a built-in distortion as the program moves through administration and supervisory channels to the practitioner. For example: there is a program I believe exists at the centers I administer. However, it is likely a somewhat different one than each of the center heads knows exists in his center. The program the staff knows exists is different than the one the center adminis trator believes is going on. Of course, the program the youths know exists is different from the one the staff believes exists. How does one go about reducing the distortion?"

Richard Greenfield, "Counseling and Supportive Services in Vocational Education for the Disadvantaged."

EOP Director: "After you've talked with the President about what the Colleg is doing if you want to know the real truth, ask the students and the staff in the program for the disadvantaged."

Interviewer: "Should we use this same process for discovering the truth after we've talked with the EOP Director?"

(cont'd)

The most interesting thing about the situation described above is that although blacks and browns are constantly accused of this type of "game playing," in the instance described the student happens to be white.

EOP Director: "Why is it everybody is suspicious of us? That's part of the whole problem. Even simple statements about our programs are cause for investigation to see if we're jivin' somebody."

Excerpt from an Interviewer's Report

CONCLUSIONS

- The Anti-Poverty definition of a disadvantaged person may not be adequate to describe a disadvantaged occupational education student who is eligible to benefit under VEA "set aside" funds. These funds are specifically designed to give *special assistance* to those occupational education students *who would not otherwise* be able to *succeed in regular occupational education programs*, while the OEO definition tends to focus on the economic status of the participants.

- Providing programs and services to assist "disadvantaged" students to succeed in regular occupational programs has hardly been conceptualized much less implemented by college personnel responsible for the planning and use of VEA "set aside" funds.

- College administrators appear to believe that their experiences in administration have provided them with the necessary expertise to determine the kinds of programs and services needed by

"The only realistic distinction between the handicapped and the disadvantaged seems to be essentially medical. Perhaps as a guideline, the law should say that medical or psychological verification of the handicap, whether physical, mental or emotional, is the criterion."

Evaluation Team Member

"The schools have a tendency to use the 'set aside' funds as they do in disadvantaged Samoa. They launch more remedial programs."

Dr. John W. Bunten
U.S. Office of Education
Department of Health, Education, and Welfare

the disadvantaged, even though their contacts with this sector of the student population are severely limited and generally take place in very formal circumstances.

- There appears to be a "caliber gap" between content offered to disadvantaged students in most high schools and what the colleges expect them to have covered insofar as prerequisites for some classes are concerned. Example: Transcript may show that a student has had higher math, but in reality has had exposure to only the most elementary concepts. Example: Schools may be passing students along and eventually according them diplomas which would presuppose that their reading comprehension is at least 11th grade, while the reality is that students are performing between 6th and 8th grade levels. This "caliber gap" operates as an additional screening device to exclude "disadvantaged" students from being trained in occupations with high earning potentials.

- Many college personnel such as Financial Aids Officers, counselors, and occupational instructors became acquainted for the first time with the existence of the 15 percent VEA "set aside" funds when the evaluation team visited their campus, and were therefore unable to refer students for possible assistance in particular areas.

  In addition, they seemed to be under the impression that these were new monies which were unavailable to the schools before the 1971-1972 school year.

- Some colleges seemed to view the 15 percent "set aside" funds as outright grants to be used in whatever manner and for whatever purposes the administration saw fit, even when the uses to which these monies were put had only a distant connection with the disadvantaged.

- Community input seems to be adequate in overall college planning, but seems to consist of "after the fact" information doled out

"Few instructors outside the programs for the disadvantaged are aware of, or apparently interested enough in the special needs of disadvantaged students. As a result, almost no coordination exists between special, pre-vocational programs, and the vocational programs themselves. The same might be said of the academic staff and their programs."

David Robles, Director
Multicultural Department
De Anza College

on a piecemeal basis--perhaps even after a proposal has been funded--when it comes to programs for the disadvantaged.

- Programs and services are looked at by instructors and counselors who are not involved with the disadvantaged as some sort of appendage to the ethnic studies and are not viewed as an integral part of the institution: "We don't know what *those* people over there are doing." Since ethnic minority faculty are generally not hired across the whole spectrum of the academic community, but are concentrated in the ethnic studies or multicultural divisions, ghettos are appearing on the various campuses.

- While audit trails indicate that VEA "set aside" funded programs and services are normally under the supervision of Student Services Coordinators and EOP Directors, little or no inservice training has been given to these supervisors relating to this funding source and/or legal constraints surrounding the use of these funds. These personnel are not included in whatever preplanning may take place at the colleges regarding the use of these funds. This exclusion and lack of information, in addition to placing them at a disadvantage, also tends to downgrade them in the eyes of their peers as well as in the eyes of the students being served.

- Pre-vocational students are difficult to identify because many claim to be transfer students, although the reality indicates that a large percentage of these self-styled "transfer students" do not in fact transfer. Related to this problem is the failure of the system to even expose, much less prepare, these students for occupational options open to them so that they might opt for realistic occupational training.

"...knowledge grows, educational organizations and technologies reach capacities and levels of complexity no one any more untangle. But right with them, as quiet shadows, linger the same old wretched illnesses that America has always known: hunger, human deprivation, disease, lack of political representation, and all varieties of doors and gates and walls that keep certain people from sharing a present and a future that so many of the rest of us can practically rely on.

Schools are a part of this. What is more and what scintillates in the lives of minority-group people I have spoken with and indeed, grown up with, is a need to repossess and nurture a tradition, a cultural inheritance, a place and a past the very need that often is denigrated or denied them by a society that demands assimilation and commonality. Schools are a part of this too."

Thomas J. Cottle, "Run to Freedom: Chicanos and Higher Education."

CHANGE, February, 1972

- There is much confusion in the minds of college personnel at all levels about the meaning of the term "disadvantaged." This confusion manifests itself in various ways, among which are--

  1) A tendency to believe and act as if the terms "third world," "disadvantaged," and "remedial" were interchangeable concepts;

  2) A tendency to internalize stereotyped concepts about attitudes and behavior patterns attributed to the individuals so labeled and to react accordingly;

  3) A tendency to permit these stereotyped concepts to inhibit, if not totally paralyze innovative and creative approaches to program planning, teaching, and counseling.

- Overt and covert personal biases on the part of occupational instructors and other college personnel, as well as discriminatory practices and procedures among certain unions, operate to prevent identifiable sectors of the student population from receiving training in certain occupational areas. When confronted with these facts, administrators either refused to admit their existence, or indicated that since most of the instructors involved were permanent long-term employees, they--the administrators--could only hope that when these individuals retired they would be replaced by instructors without these biases.

- Regardless of the fact that a college may engage in a self-assessment process, a third party evaluation seems to be desirable and even necessary, because the very fact that there will be such an evaluation apparently tends to increase the level of accountability on the part of campus personnel at all levels.

- The evaluation instruments devised by TAI could perhaps best be viewed as review, planning, and assessment devices, rather than strictly evaluative tools, since the information elicited so far and fed back to the various colleges has tended to

"To become an airline stewardess...a high school education is the minimum and some college is preferred...

New rules cut turnover...still, the remaining requirements are stiff enough to rule out most women falling into the hard-core disadvantaged category....

That disadvantaged women can make good stewardesses has been amply demonstrated by Betty Patterson Gable. After a series of low-paying jobs in Macon, Georgia, wher she graduated from high school, and Newark Mrs. Gable joined the Job Corps and trained at the Los Angeles Center.

...She pestered the airlines until in February 1967, after a year in Job Corps, United gave her a chance. She has been a stewardess ever since.

Last year, the Children's Press in Chicago published her book, I Reached For The Sky, a supplementary reader for third graders. This autobiographical work is designed to inspire other disadvantaged youngsters to do what Mrs. Gable did."

MANPOWER, December, 1971

"Real concern exists among both students and staff at all colleges that the need to positively identify the disadvantaged students will categorize them and further separate them from the mainstream."

Evaluation Team Member

serve as a stimulus to these colleges. They have suggested new directions and changes with regard to programs and services for the disadvantaged and the handicapped occupational education students, some of which are already being implemented.

"Nowhere are the handicaps imposed by deliberate and accidental underdevelopment of human resources more a source of embarrassment and concern than in latter twentieth century, U.S.A."

Edmund W. Gordon,
"Desired Teacher Behavior in Schools for Socially Disadvantaged Childre

Teachers for the Disadvantaged.
Edited by Michael Usdan and Frederick Bertolaet

Follett Publishing Co. 1966

"...in our society...a 'sophisticated maintenance' of social incongruities or failures to resolve social problems is part and parcel of the lives of our educated, adult public."

Paul Heist, "Higher Education and Human Potentialities"

EXPLORATIONS IN HUMAN POTENTIALITIES

Edited by Herbert A. Otto
Charles C. Thomas, 1966

RECOMMENDATIONS

- A statewide study to see if the pattern of exclusion of "disadvantaged" students from those occupational instructional areas with high earning potential is typical of all community colleges.

- A statewide task force to re-define "handicapped" and "disadvantaged" as the terms relate to VEA, EOP, and other special funding. Of particular concern must be the problem of the *pre*-vocational needs of the student and the relationship to special funding.

- Statewide conferences which focus on information about the varied state, federal, and local resources available to the colleges to serve disadvantaged and handicapped occupational education students. These conferences should be instituted by the Chancellor's Office for those college administrators--such as Presidents and Deans--who are responsible for securing monetary and other resources for the colleges.

- A statewide series of inservice training conferences to explore models which focus on "how to" assist disadvantaged and handicapped occupational education students succeed in regular occupational programs, and call upon the resources of people who have done or are doing these types of things. Similar conferences in the past have lacked one special ingredient, that is, the top level administrative commitment. To achieve this, we are recommending that these conferences be official activities of the Chancellor's Office with "Do Participate" invitations to the institutions with a direct tie to the special funding relationship of "set aside" funds.

- Overall state plans to assist "disadvantaged" students to succeed in regular occupational programs need to be developed with first-line personnel such as occupational instructors and counselors included in the planning.

"A student can't qualify for 'set aside' fund aid unless he has a declared vocational major, but how can he declare a major when his first line vocational problem is reading or writing or just plain ignorance of his vocational options.
Big Question: Does the law force the student and the school to fabricate a vocational category for the student just to get him special assistance so that he can arrive at a real vocational category?"

Evaluation Team Member

"Inservice training for short intensive use of funds to remedy specific deficiencies which hinder individuals from succeed in specific vocational education progra should be offered by people who have worked in this type of environment

Evaluation Team Member

- Inservice training for college personnel at the local level who deal with "disadvantaged" students needs to be instituted for continuous operation. This inservice training should be broad in scope and content, and contain specific information of a prescriptive nature--along with suitable examples--which will be of concrete assistance to those individuals in discharging their responsibilities.

- Special interfacing mechanisms need to be developed between special programs and services for the occupational disadvantaged and handicapped students, other special programs and services for the general disadvantaged student population on the campuses, and the instructional programs.

- More relevant occupational counseling team methods need to be developed at feeder high schools so that disadvantaged community college students will have more up-to-date information about possible occupational choices before they arrive at the college.

- A system instituted within the colleges which would require the occupational instructors and placement officers to be specifically involved in assisting the disadvantaged student with preparation for, and information about, opportunities in the world of work.

  Efforts should be made to more closely determine and define the exact levels of basic skills required for each occupational program, so that students could acquire these skills without necessarily being placed in classes with other students whose majors require more intensive and/or comprehensive work in these subject areas.

- Each campus should clearly identify the administrator in charge of implementing activities and programs for disadvantaged students with academic majors and those oriented toward occupational education. In addition, each campus should clearly design procedures to utilize the resources in decision making pertinent to the operation of services to disadvantaged students.

"Expectations of teachers and counselors should not be raised beyond a point where funds can reasonably be made available.

It should be carefully explained to teachers and counselors that just because they had not heard of the 'set aside' funds before, does not mean that there is a pool of monies at the college, district, or state offices just awaiting a request.

Instead, an adequate and comprehensive explanation as to what those funds are presently being used for should be made, giving them an opportunity to plug into this usage, or, conversely, an opportunit to suggest better ways in which the funds might be spent--keeping in mind, of cours that it is better to have one good progra than several poor or mediocre ones."

Evaluation Team Member

- Each district should institute a procedure for defining in each occupational program what is required of each student to succeed in each course in order to successfully complete the program.

- In view of the fact that a large percentage of students who enroll at the colleges have not decided on their educational objectives, concerted efforts should be made to expose them to what could be termed pre-occupational instruction, in order to familiarize them with meaningful options.

- The questionnaire developed and used in this study should be adopted and used by the WASC Community College Commission in lieu of existing instruments to evaluate programs for the disadvantaged and handicapped.

- A problem which afflicts colleges in apparently all areas but is specifically highlighted in this study, is the tendency of the system to force people to conform to it rather than it meeting the individual needs of its clientele. Using this occupational education project as a springboard, we recommend that the Chancellor's Office initiate a series of conferences with the Presidents and Boards of the community colleges of the state to discover alternative means of adjusting the college system to meet the needs of its students, rather than adjusting the students to meet the needs of the colleges. If this means individualized instruction, then so be it.

"Disadvantaged" Individuals

For individuals to be deemed eligible to participate in specific training programs, the term "disadvantaged" has been variously defined in the enabling legislation and in administrative provisions relative to these programs.

A comparison between several of these definitions, as outlined below, will readily show that while they may have some elements in common, they differ in unique ways according to the particular training prog am(s) for which they were designed:

I According to Manpower Administration Order No. 1-69[1/],

> *A disadvantaged individual for Manpower Program purposes[2/], is a poor person who does not have suitable employment and who is either (1) a school dropout, (2) a member of a minority (group), (3) under 22 years of age, (4) 45 years of age or over, or (5) handicapped.*
>
> *The test to determine if an individual is disadvantaged is:*
>
> - *member of a poor family, and*
> - *unemployed, underemployed, or hindered from seeking work, and*
> - *has one or more of the following characteristics*
>   - *school dropout*
>   - *minority (group) member*
>   - *under 22 years of age*
>   - *45 years of age or over*
>   - *handicapped*

1/ Manpower Information, Inc., 91:8701.

2/ Includes such programs as WIN and CEP, in addition to MDTA.

II In order to be eligible to participate in the Job Opportunities in the Business Sector (JOBS) programs, "disadvantaged" individuals are defined as:

> *Poor persons who do not have suitable employment and who are either (1) school dropouts, (2) under 22 years of age, (3) 45 years of age or over, (4) handicapped, or (5) subject to special obstacles of employment.*

The latter category was further defined to mean (a) unskilled workers who have had two or more spells of unemployment during the past year totalling 15 weeks or more, (b) workers whose last jobs were in occupations of significantly lower skill than their previous jobs, (c) workers who have family histories of dependence on welfare, (d) workers who have been permanently laid off from jobs in industries which are declining in their region (e.g., agricultural, coal mining), and (e) members of minority groups.[1/]

III According to Administrative Provisions for VEA '68[2/]

> *"Disadvantaged persons" are those who have academic, socio-economic, cultural, or other handicaps that prevent them from succeeding in vocational education programs designed for persons without such handicaps, and who for that reason require specially designed educational programs or related services. The term includes persons whose needs for such special programs and services result from poverty, neglect, delinquency, or cultural or linguistic isolation from the community at large, but does not include physically or mentally handicapped persons.*

"Disadvantaged" within this meaning of the law covers those people whose hindrance to success is normally defined in sociological terms.

1/ Manpower Information, Inc., 61:3044.

2/ Section 3/12, Administrative Provisions, California State Plan for Vocational Education.

"Handicapped" Individuals

For the purposes of eligibility to participate in specific trainins situations, "handicapped" individuals have also been variously defined in keeping with the enabling legislation which covers these programs and/or services:

I According to the Vocational Rehabilitation Act as amended,[1]

> *The term "handicapped individuals" means any individual who is under a physical or mental disability which constitutes a substantial handicap to employment, but which is of such a nature that vocational rehabilitation services may reasonably be expected to render him fit to engage in a gainful occupation...*

II The Vocational Education Act Amendments of 1968[2] specify that

> *The term "handicapped" when applied to persons, means persons who are mentally retarded, hard of hearing, deaf, speech impaired, visually handicapped, seriously emotionally disturbed, crippled or otherwise health impaired persons who by reason thereof require special education and related services.*

"Handicapped" within this meaning of the law covers only those people whose hindrance to success is normally define in medical terms.

Extended Opportunity Programs and Services

Rather than supplying a detailed analysis of the characteristics of its proposed beneficiaries, the enabling legislation for the Extended Opportunity Programs and Services (S.B. 164) states that its purpose is to

> *encourage the enrollment of students handicapped by*

1/ Vocational Rehabilitation Act, Section 11(b).

2/ Vocational Rehabilitation Act, Section 108(6).

language and social and economic disadvantages and the facilitation of their successful participation

in the educational programs of the college.

Eligibility for participation in EOPS is directly tied to income criteria. It also states that a beneficiary must be a full-time student, carrying 12 units of credit, or "a student capable of becoming such a person."

Overlapping Programs

A problem for most schools is maintaining a clear audit trail of the use of special funds related to the disadvantaged. The chart following shows the reason for the problem. Special programs for the disadvantaged have as a common denominator the socio-economic disadvantages which mark most of their clientele. Thus, these programs tend to meld into a single major effort, even though the funding comes from various sources.

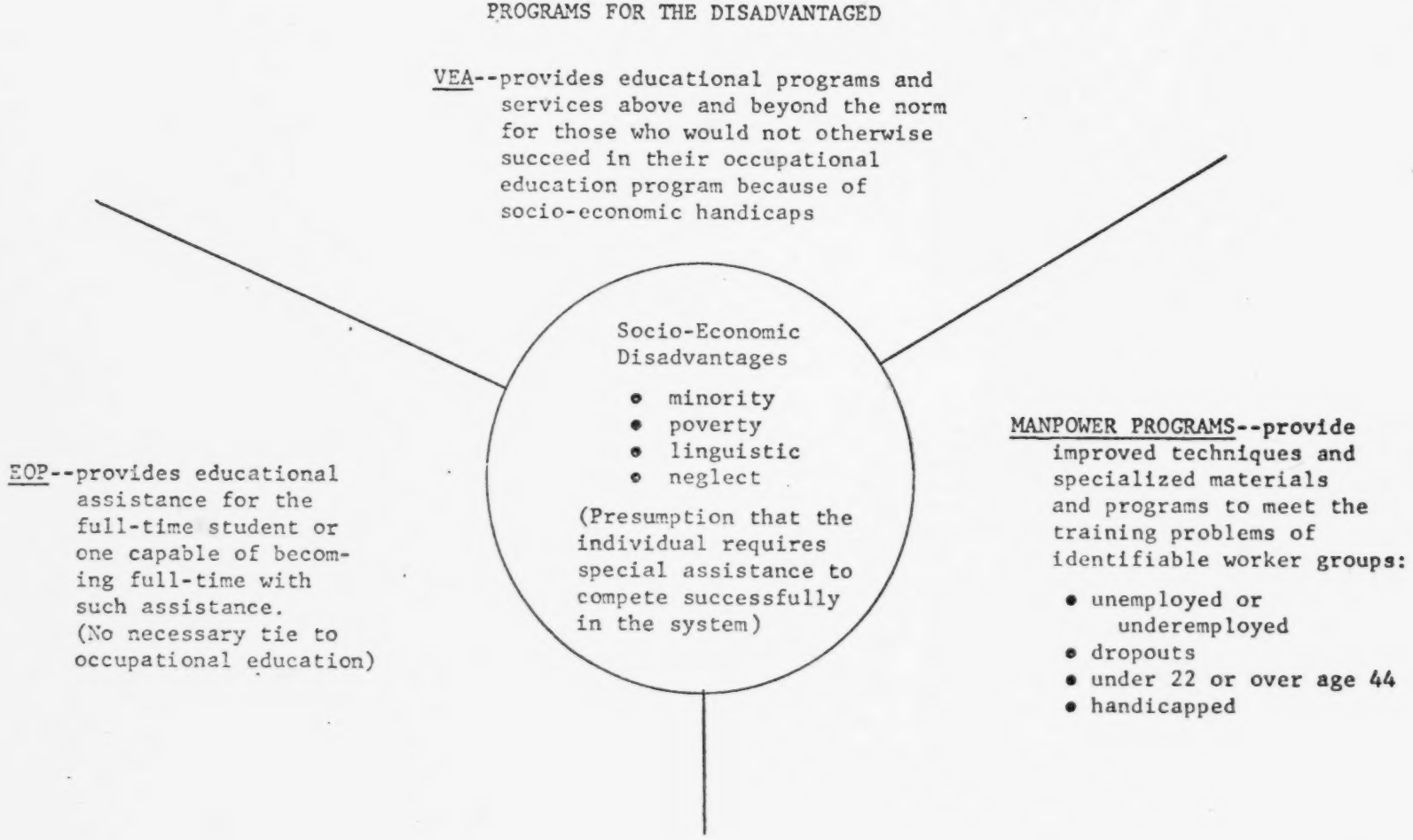
As a result of this melding, programs which might otherwise have been marginal have been strengthened. Thus, students who might have had only partial support in their educational attempts have have a much broader support base open to them.

If such program strengthening is to be maintained, local program directors must be allowed the discretionary latitude they have exercised thus far in designating those eligible for their programs. To limit support to those programs directly tied to occupational programs would diminish rather than enhance local efforts.

A working definition: As it is more important to serve more disadvantaged students than to eliminate a handful who have been wrongly declared eligible, TAI recommends that the current working definition of disadvantaged used by most directors be accepted by the state and the USOE as meeting the requirements of the legislation--to wit, that being black or chicano in California is sufficiently an occupational disadvantage that whatever programing is necessary to assist such a student to stay in school and penetrate the job market is a wise and prudent use of VEA funds and within both letter and spirit of the law.

The test: Does the school's expenditure of set-aside funds decrease in a significant way the occupational advantage gap between minority students and the rest of the student body?

PROGRAMS FOR THE DISADVANTAGED


VEA--provides educational programs and services above and beyond the norm for those who would not otherwise succeed in their occupational education program because of socio-economic handicaps
Socio-Economic Disadvantages
• minority
• poverty
• linguistic
• neglect
(Presumption that the individual requires special assistance to compete successfully in the system)
EOP--provides educational assistance for the full-time student or one capable of becoming full-time with such assistance. (No necessary tie to occupational education)
MANPOWER PROGRAMS--provide improved techniques and specialized materials and programs to meet the training problems of identifiable worker groups:
• unemployed or underemployed
• dropouts
• under 22 or over age 44
• handicapped

Note: While the "handicapped" student might also be eligible as a "disadvantaged" student for special assistance under any of these programs, only the Manpower Programs define him specifically as a recipient of aid.